

## Message Text

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FM SECSTATE WASHDC

TO AMEMBASSY TOKYO IMMEDIATE

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REPEATED TO YOU

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FODAG

E.O. 11652: N/A

TAGS: AORG, FAO, US/JA

SUBJECT: U.S.-JAPAN CONSULTATIONS ON FAO SCALE OF CONTRIBUTIONS

REFS: (A) TOKYO 11398: (B) STATE 171581

1. WE PLEASED TO LEARN GOJ HAS TAKEN INITIATIVE CORRECT RECORD ON FAO BUDGET CYCLE AND REVIVE QUESTION OF FAO SCALE OF ASSESSMENTS FOR 1974/75 BIENNium. IN VIEW PRIOR DISCUSSIONS AND ONDA SUGGESTION PARA. 3 REFTel (A), WE BELIEVE THERE IS OBVIOUS ADVANTAGE IN PURSUING MATTER FURTHER IN TOKYO. EMBASSY THEREFORE REQUESTED APPROACH GOJ ALONG FOLLOWING LINES.

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2. IN NOVEMBER 1955 FAO CONFERENCE ESTABLISHED PRECEDENT OF DERIVING ITS OWN SCALE OF ASSESSMENTS FROM UN SCALE ON GROUNDS UN COMMITTEE ON CONTRIBUTIONS IS MOST QUALIFIED BODY FOR ASSESSING FACTORS ENTERING INTO EQUITABLE SCALE

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OF CONTRIBUTIONS. FOLLOWING THIS PRECEDENT, FAO HAS

SINCE 1958-59 BUDGET PERIOD ASSIGNED THE MAXIMUM CONTRIBUTOR (READ U.S.) THE PRECISE PERCENTAGE FIGURE ESTABLISHED BY THE UN.

3. BECAUSE FAO AND UN BUDGET CYCLES ARE OUT OF PHASE--FAO USING A BIENNIAL, UN A TRIENNIAL, THE FAO CONFERENCE (NORMALLY MEETING IN NOVEMBER OF LAST YEAR OF BIENNIAL

PERIOD) SOMETIMES USES UN SCALE OF ASSESSMENTS CURRENTLY IN FORCE AND SOMETIMES USES UN SCALE FOR SAME YEAR THAT FAO SCALE WILL TAKE EFFECT, I.E., THE SUBSEQUENT YEAR. BECAUSE OF THE SIGNIFICANT CHANGES IN THE UN SCALE, WE BELIEVE IT CONSONANT WITH PAST PRACTICE THAT UPCOMING FAO CONFERENCE SHOULD BASE ITS SCALE OF ASSESSMENTS ON UN SCALE OF ASSESSMENTS WHICH WOULD APPLY IN THE CALENDAR YEAR 1974. THIS WOULD BE IN LINE WITH THE PRECEDENTS ESTABLISHED BY FAO CONFERENCES IN 1957 AND 1961 WHEN MAJOR CHANGES IN MEMBERSHIP AND ASSESSMENT FACTORS TOOK PLACE.

4. WE ANTICIPATE THAT FAO FINANCE COMMITTEE CONVENING SEPTEMBER 19 WILL RECOMMEND TO SIXTY-FIRST COUNCIL (NOVEMBER 3-9) THAT FAO CONTINUE TO BASE ITS SCALE OF ASSESSMENTS ON MOST RELEVANT SCALE OF UN (1974-76) AND THAT COUNCIL WILL ENDORSE THIS RECOMMENDATION FOR CONSIDERATION BY SEVENTEENTH CONFERENCE (NOVEMBER 10-29). (OUR JUDGMENT IS THAT 28TH UN GENERAL ASSEMBLY, FOLLOWING RESOLUTION ADOPTED DECEMBER 13, 1972, WILL APPROVE SCALE OF ASSESSMENTS FOR 1974-76 LOWERING MAXIMUM CONTRIBUTION RATE OF ANY MEMBER STATE TO 25 PERCENT. FOLLOWING PAST PRACTICE WHEN IMPORTANT CHANGES IN UN SCALE WERE INVOLVED FAO CONFERENCE SHOULD BASE 1974-75 SCALE OF ASSESSMENTS ON UN SCALE TO BE APPLIED 1974.)

5. ACCORDINGLY, WE HOPE (1) THAT GOJ WILL NOT TAKE ANY INITIATIVE (SUCH AS PAST ACTION AT 60TH COUNCIL) TO PREVENT ABOVE OUTCOME AND (2) THAT GOJ WILL SUPPORT ANY NECESSARY ACTION BY U.S. TO BRING ABOUT ABOVE RESULT.

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6. IN RESPONSE SPECIFIC ARGUMENTS RAISED BY ONDA (PARA. 2, REFTL (A)), SUGGEST YOU REPLY ALONG FOLLOWING LINES AS NECESSARY:

A. DESPITE DIFFERENCE IN MEMBERSHIP, FAO HAS FOR MANY YEARS FOLLOWED PRACTICE BASING MAXIMUM MEMBER CONTRIBUTION ON PRECISE LEVEL SET BY UN;

B. PRINCIPLE OF UNIVERSAL MEMBERSHIP APPLICABLE TO  
FAO AS WELL AS UN, ALTHOUGH NEITHER HAS IN FACT ACHIEVED  
IT (E.G., USSR MEMBER UN BUT NOT FAO, WHILE SWITZERLAND  
MEMBER FAO BUT NOT UN).

C. GOJ ASSESSMENT WOULD NOT BE RAISED IN ORDER  
REDUCE U.S. ASSESSMENT TO 25 PERCENT. UN RESOLUTION  
CITED PARA. 4 ABOVE (WHICH WAS SUPPORTED BY GOJ AND USG)

GUARDS AGAINST THIS BY PROVIDING THAT "THE PERCENTAGE  
CONTRIBUTION OF MEMBER STATES SHALL NOT IN ANY CASE IN  
THE UNITED NATIONS, THE SPECIALIZED AGENCIES OR THE INTER-  
NATIONAL ATOMIC ENERGY AGENCY BE INCREASED AS A CONSE-  
QUENCE OF THE PRESENT RESOLUTION." IN FAO, THE RESOLUTION  
WOULD BE ACHIEVED ONLY BY USING PERCENTAGE CONTRIBUTIONS  
OF NEW MEMBER STATES (E.G., PRC) AND NORMAL PERCENTAGE  
INCREASES RESULTING FROM INCREASES IN NATIONAL INCOME TO  
REDUCE MAXIMUM ASSESSMENT FROM CURRENT LEVEL (3L.52  
PERCENT). INCREASES FROM CHANGES IN RELATIVE INCOME  
WOULD OCCUR WHETHER OR NOT MAXIMUM ASSESSMENT RATE IS  
CHANGED.

7. WE THEREFORE HOPEFUL GOJ WILL FULLY SUPPORT U.S.  
EFFORT RESOLVE THIS ISSUE AS PART OF CLOSE AND FRIENDLY  
COOPERATION OUR GOVERNMENTS HAVE ALWAYS ENJOYED ON  
MATTERS RELATED TO UN SYSTEM. IN THIS CONNECTION, WE  
ESPECIALLY APPRECIATE JAPANESE SUPPORT ALREADY RECEIVED  
ON MAXIMUM CONTRIBUTION ISSUE IN UN GENERAL ASSEMBLY AND  
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